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## **EXECUTIVE SUMMARY**

With the cost of underage drinking at 6.5 billion dollars per year in California alone, cities, counties, and neighborhoods across the state are confronting the problem of underage drinking and its consequences. According to the California Safe Schools Assessment, the number of incidents reported for alcohol and drug offenses on school campuses continues to increase.

To address the growing problem of underage drinking, Congress established the Enforcing the Underage Drinking Laws (EUDL) Program in 1998. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has administered the program since its inception with an appropriation of 25 million dollars per year. The program supports and enhances efforts by states in cooperation with local jurisdictions to prohibit the sale of alcoholic beverages to and/or the consumption of alcoholic beverages by minors.

In California, OJJDP funds were awarded to San Diego State University through the California Office of Traffic Safety and used to support the SDSU Foundation's Enforcing Underage Drinking Laws Program in the following three areas: enforcement, public education activities, and innovative programs. The two-year EUDL project developed regional structures to support the implementation of environmental strategies aimed at preventing underage drinking in San Diego County. Four core strategies were utilized:

- Increased enforcement of laws pertaining to underage drinking
- Media advocacy
- Community organizing
- Youth development

At the request of the OJJDP, the SDSU Foundation's Enforcing Underage Drinking Laws Program developed five Action Kits in order to share technologies developed in San Diego County. Each kit is intended to serve as a guide for communities to conduct regional environmental prevention efforts that involve the enforcement of underage drinking laws as an integral component.

Action Kit Topics Include:

- A Regional Approach to Enforcing Underage Drinking Laws
- Environmental Prevention in Rural Communities
- Regional Coalitions for Responsible Beverage Service Practices
- Involving Youth in Environmental Prevention Efforts
- Community Organizing: A Key to Comprehensive Regional Prevention Efforts

Each kit contains useful tools related to each topic area in the appendices as well as a resource directory to assist readers in obtaining additional information.

Underage drinking is not a harmless rite of passage. It is illegal and dangerous. Those responsible for enforcing underage drinking laws need to rally community support and raise public awareness of the problem. The action kits are designed to assist communities across the state in their efforts to substantially reduce underage drinking through regional, environmentally focused prevention strategies.

## **ACKNOWLEDGEMENTS**

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San Diego County Police Chiefs and Sheriff's Association Law Enforcement Task Force on Underage Drinking

San Diego County Policy Panel on Youth Access to Alcohol

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Jill Galante, MA, Youth Prevention Advocate and Adult Ally

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This document was written by Robert Zimmerman.

## **INTRODUCTION**

This booklet is the most important of the five action kits because developing a regional approach to enforcing underage drinking laws is critical to the success of environmental prevention efforts. Such an approach effectively increases the perception of risk related to underage drinking, which is a highly effective prevention tool, particularly when combined with other environmental strategies such as policy change. Unfortunately, integrating increased enforcement of underage drinking laws into a comprehensive response involving multiple disciplines is a daunting task that has rarely been undertaken. A lack of awareness and public support for an integrated approach to increased enforcement remains a barrier to success in most communities.

This action kit has been created to assist communities in their efforts to overcome such barriers and effectively prevent underage drinking by creating regional law enforcement/community partnerships. Included in this action kit are experiences from the San Diego County Law Enforcement Task Force that can be utilized by community leaders across the state in developing similar regional collaborations.

The San Diego County Law Enforcement Task Force was initiated to support community efforts in developing increased enforcement of underage drinking laws. The Task Force provides a regional structure for San Diego County law enforcement agencies to jointly ensure region-wide compliance and enforcement of alcohol beverage statutes and other laws related to underage drinking. The Task Force promotes active participation of the law enforcement community in developing region-wide consistency in programs, enforcement

operations and other efforts to reduce or eliminate youth access to alcohol. The Task Force also provides a forum for law enforcement agencies, public health agencies, and community based organizations to dialogue and strategize comprehensive prevention efforts.

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For More Information on the San Diego County Law Enforcement Task Force please contact:

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## **LAW ENFORCEMENT AS PARTNERS IN ENVIRONMENTAL CHANGE**

Youth are taught the dangers of alcohol and drug use from elementary school through college. Research has shown, however, that educational programs have limited impact on behavior and only serve their purpose if they are reinforced by prevention activities involving the community at large. What young people see and hear outside the classroom has a powerful influence on their attitude toward alcohol. Communities need to assess the environment in which their children are coming of age:

- What are the community norms of behavior where drinking is concerned?
- How are alcoholic beverages promoted and displayed for sale?
- How do young people gain access to alcohol? Are sale-to-minor laws adequately enforced?
- Does alcohol flow freely at public events?
- Do parents fully understand their roles and responsibilities in influencing the decisions of their children where alcohol is concerned?

Communities committed to reducing the rate of underage drinking can change the environmental factors in which underage drinking occurs and reduce youth access to alcohol and problems associated with underage drinking.

Problem-oriented community policing exemplifies this principle, demonstrating that law enforcement can reach beyond the traditional role of after-the-fact response to criminal activity. Police officers working with neighborhood residents, landlords, business

people and concerned individuals have helped reduce crime rates by eliminating conditions conducive to crime. In the same manner, police can work in their communities to help change the environmental forces that determine whether a young person will or will not use alcohol.

## **UNDERAGE DRINKING: A CRITICAL ISSUE FOR LOCAL LAW ENFORCEMENT**

There is good cause for law enforcement to consider underage drinking a problem of special significance. While DUI is all too familiar as a juvenile offense that often has tragic consequences, use of alcohol by minors also creates problems for police that extend well beyond the streets and highways. Vandalism, petty crime, fighting, disorderly group behavior, curfew violations, truancy and family problems are often rooted in alcohol use by young people.

Law enforcement resources are already scarce in our communities, and the additional burden of dealing with alcohol related juvenile crime should make law enforcement personnel willing partners in prevention.

## **COMBINING STRATEGIES—THE SYNERGISTIC EFFECT**

Prevention strategies that concentrate on targeting young people with educational programs and messages seeking to influence their behavior ignore the effect that the environment has on how young people think and act. Research shows a direct relationship between alcohol consumption and its availability. By adopting licensing and zoning policies that break up concentrations of bars and liquor stores in a neighborhood, crime rates in the surrounding area can be reduced.

Law enforcement can help justify such prevention policies by providing information that demonstrates how crime rates vary according to neighborhood conditions. Law enforcement agencies are often the best source for ongoing information about the extent to which underage drinking is creating a problem among youth in the community. The ability of criminal justice agencies to track rates of various offenses and other problems makes them especially valuable participants in a prevention effort quite apart from their role in enforcement. Enforcement data can be combined with information from other agencies to provide an ongoing picture of the extent of underage drinking in the community and the impact of efforts to reduce it.

*\*See Appendix 2 for a data collection/needs assessment tool.*

Collaborative prevention strategies involving enforcement agencies can have a synergistic effect extending beyond the immediate target. Crackdowns on sales to minors can be effective in weeding out “bad apples” among alcohol retailers, but coupled with media advocacy on the sales-to-minors issue such an enforcement operation helps to establish a social norm in which the community will not tolerate lax observance of sales-to-minors laws by the business community. Collaboration creates community support for police activities while providing police support for the prevention goals of the community.

Sometimes a single strategy implemented in isolation can have a measurable, lifesaving effect. For example, the passage of zero tolerance laws, even in the absence of other strategies, has been shown to reduce traffic crashes among young people. No state or community should be discouraged or believe that if they can’t do everything, it isn’t worthwhile to do *anything*. It is often true,

however, that adopting two or more strategies at once can result in synergistic effects that are greater than the effects of a single strategy. For example, the passage of a zero tolerance law *combined with* a public information campaign about the law results in a much greater effect on crashes than the law by itself.

The following quote demonstrates the symbiotic effects that often result from engaging multiple strategies in a prevention effort:

“Combined strategies can reinforce and strengthen each other. For example, enforcement of laws against sales to minors is extremely important, but it is more likely to occur and to be sustained if community norms against underage drinking are strengthened and publicized. In planning an overall approach to preventing underage drinking, States and communities should be alert to opportunities for synergy and select strategies that are likely to complement and amplify each other.”

--From *Strategies to Reduce Underage Alcohol Use: Typology and Brief Overview*, Office of Juvenile Justice and Delinquency Prevention.

The need for a collaborative effort to prevent underage drinking should arise from the community collectively. It is essential that prevention programs aimed at changing community norms have broad support. They must not be perceived as representing the agenda of one element in the community, whether it is the police department, schools, public health agencies, parent organizations, or the clergy.

In some communities police executives have been the stimulus for the creation of a community coalition. In others, the organizational impetus has arisen elsewhere and the coalition leadership solicits the participation of law enforcement. Every effort should be

made to involve key community players in such a coalition and to keep them actively involved in pursuing prevention goals.

## **COMPLIANCE AND DETERRENCE**

In the traditional method of applying law enforcement to the problem of youth access to alcohol, the focus is on finding where violations are occurring and applying resources to arrest the violators. There is a deterrent effect on individual behavior if the public realizes that alcohol laws and regulations are being enforced and violators are likely to be apprehended. The problem with this approach is that it calls for a sustained, repetitive and widespread enforcement effort duly publicized over a long period of time in order to establish in the public mind that violations will lead to arrest and prosecution. This type of sustained enforcement effort is rare under ordinary conditions. Without sustained, active support from other key players in the community lending credence to the effort, new and higher priorities tend to arise, forcing the police executive to move his or her priorities elsewhere. Such a retreat from enforcement undermines deterrence.

On the other hand, a focused and committed enforcement program undertaken and maintained with full and visible community support can achieve sustained and lasting compliance and deterrence. The focus is not just to arrest violators but also to bring about behavioral changes in the community. Such an enforcement program is designed to combat complacent attitudes and the tendency to deny that access to alcohol is putting children at risk. It is based on unity of purpose by law enforcement, educators, advocacy groups and the community at large:

The compliance and deterrence approach can deliver a powerful message:

- Compliance with the law is required, not just desired.
- Compliance is the norm for the majority of the population, especially the youth.
- The community expects those found violating the laws to be held responsible.
- It is a violation of the law for a person under 21 to receive, possess or consume alcohol, as well as for the person providing it; they are equally responsible.
- All members of the community have a civic duty to support enforcement and educational and legislative efforts aimed at creating a safe environment for young people.
- Support for active enforcement programs is appropriate, and community members should publicly express such support.
- Individuals and their community organizations oppose efforts by special interest groups to circumvent the law or to pressure political bodies to withdraw support for enforcement efforts.

## **ENFORCEMENT AND PUBLIC HEALTH**

While law enforcement and public health are two sectors of the community not traditionally known to form partnerships, the following quote demonstrates the mutual benefits that can be gained from such an alliance:

“The budding collaboration between criminal justice and public health will greatly enhance efforts to implement effective alcohol policies and address barriers to change. Public health professionals need to reassess their historical prejudices regarding law enforcement and work to build a strong alliance based on new theoretical models of prevention. Law enforcement can provide important support and credibility to public health’s efforts to overcome

alcohol industry opposition, by joining and assisting local coalitions, collecting data, providing expert testimony, and reinforcing the need to address alcohol problems at the community level. Law enforcement is also critical in actually implementing alcohol policies. Public health in turn can build political support for law enforcement, through strategic planning, community organizing, community intelligence, and media and political advocacy. Through community partnerships this new collaboration can flourish.”

—James F. Mosher and David H. Jernigan of the Marin Institute for the Prevention of Alcohol and Other Drug Problems, in *“Alcohol and Crime: Research and Practice for Prevention.”*

## **LAW ENFORCEMENT AS LEADERS**

Strong leadership is essential for a successful prevention coalition. Police executives are candidates for leadership because they generally are respected figures in the community, have a working knowledge of many problems arising from underage drinking, and are a source of reliable factual information about the relationship between alcohol, crime and other problems. A health official or leader from the business community can bring different resources and credibility to the coalition. Above all, the leadership must be committed and able to energize others whose time and energy will be available on a voluntary basis.

Police executives must deal with political pressures and competing interests in leading their enforcement organizations. Can they take the lead in a community prevention effort without compromising their other responsibilities? Experience indicates they can. A police chief or sheriff who assumes a leadership role in fighting for a better quality of

life in the community can add to the stature of law enforcement in the eyes of the public. While most police executives are regarded in their community as experts in enforcement techniques and the legalities of their duties, this reputation can be enhanced by taking the lead in a community prevention campaign or by active participation in a community collaboration led by others. Whether the collaborative effort is initiated by the police executive or by another community leader may depend on local circumstances. However, there can be little question that both law enforcement and the community come out ahead when such collaboration takes place.

Police executives can reap valuable rewards for their communities if they “take the risk” of becoming leaders in local and regional efforts to address alcohol problems. Working with coalitions may identify the police executive with aspects of education, public health and social welfare that lie outside the usual area of law enforcement responsibility. While the participation of law enforcement can strengthen and give greater credibility to a coalition and its activities, the coalition’s backing can similarly increase support for enforcement efforts that might otherwise be questioned or subject to criticism.

Through his or her leadership, the police executive must assure that a commitment to support of community prevention goals goes down through the ranks. Officers at every level must realize that they represent the force of law in their community and be prepared to uphold standards of behavior that the community is trying to ingrain in young people. Individual officers must understand that it is not acceptable to wink at underage drinking as a “rite of passage.”

## **THE GROWING NEED FOR REGIONAL ENFORCEMENT**

Effective prevention strategies must be tailored to the realities of contemporary society. They must reflect changes in modern life that have made the old way of doing things inadequate. Most of our population today lives in metropolitan areas that embrace more than one municipality. Freeways and transit systems crisscross regions. Individuals and families may travel many miles between home, work, and school and to visit their favorite places for recreation. What once may have been a scattering of cities, towns and villages have been melded into a single community inhabited by a highly mobile population.

What does this mean to the prevention of alcohol problems? Law enforcement is typically organized to serve a municipality. But a metropolitan area today may include any number of separate police departments and at least one county sheriff's office responsible for enforcement in unincorporated areas. Policies guiding these enforcement agencies may vary depending on local politics and community perceptions of enforcement priorities. A crackdown on a problem in one jurisdiction may simply drive the problem into another area where the same problem has a lower enforcement priority. Differences in social norms can assign a low priority to underage drinking as a subject of concern in one community while another recognizes it as a serious problem.

What may appear as a patchwork on a political map is in fact a single community, and the challenge for prevention is to uncover common

values among diverse groups of people and unite them with the purpose of changing aspects of modern life that threaten the health and safety of children. This calls for new collaborative structures to plan prevention programs and implement effective environmental strategies.

San Diego County met this challenge with the formation of a countywide Law Enforcement Task Force to work toward consistent and coordinated enforcement policies related to underage drinking. Spurred by a countywide coalition called the Policy Panel on Youth Access to Alcohol, the task force was organized under the umbrella of the San Diego County Chiefs and Sheriff's Association.

The task force brought together representatives from nine cities that have their own law enforcement agencies, plus the Sheriff's Department and several other local, state and federal agencies with enforcement responsibilities in the San Diego area. Since 1999 the task force has been coordinating enforcement activities against driving under the influence, getting sellers and servers of alcohol to check age identification, keeping underage drinkers from frequenting parties where alcohol is served and consumed freely, and enforcing local ordinances that control drinking in public parks and beaches. Members of the task force share information and expertise, as well as staff, to assist one another. One aim of the task force is to achieve greater consistency in local ordinances that regulate alcohol sales and service.

*For more on the San Diego County Law Enforcement Task Force see Page 11.*

## **OVERCOMING BARRIERS**

The principle of collaborating in prevention activities may lead some agencies and organizations to fear that they will be sacrificing their autonomy for the sake of working in conjunction with a community coalition. This is especially the case with law enforcement agencies that are constituted by local government and responsible to local elected officials. Experience has shown, however, that police departments or other enforcement bodies can join in community collaboratives without threatening their autonomy. It should be made clear as the agency joins a collaborative that it will not be expected to engage in any activities inconsistent with the policies of the governing group to which it is responsible.

Another barrier often lies within the business community, which may see a stepped-up enforcement of laws affecting alcohol outlets as a new exercise of government interference or a new burden of regulation. Rarely, however, does a prevention strategy call for imposing new regulations on existing businesses. More often than not, the community is simply seeking greater conformity with standards already laid down in licensing and regulatory requirements but largely neglected or ignored.

One way to overcome such barriers is to anticipate them and conduct public information and education campaigns within the business community to explain the justification for enforcement policies and how failure to gain widespread compliance is a matter of communitywide concern. One-on-one contact between business representatives and law enforcement leaders sitting at the same table in a community prevention coalition will give both a sense of where the other is “coming from.”

It is important that leaders representing such disparate interests as law enforcement, business

and public health be open and willing to understand the needs and difficulties of each side and be willing to try new approaches to confront the obstacles that have traditionally kept these groups from working together. These leaders need to teach, train, and guide the sector of the community they represent in the common language and effective ways of interacting with the other groups and be willing to act as liaisons in facilitating such a process.

*\*See Appendix 3 for a worksheet to assist in overcoming barriers.*

## **GETTING YOUTH INVOLVED**

Although youth and law enforcement are two sectors of the community not traditionally used to working together, young people can be a powerful force in supporting law enforcement efforts to address underage drinking laws.

The Fighting Back project in Vallejo, California, has been considered a model for getting youth involved in prevention. In the Vallejo model, young people:

- Serve as decoys in alcohol and tobacco compliance checks conducted by city police.
- Advocate for “youth safety zones” by assessing the layout and advertising practices of alcohol outlets and meeting with storeowners and managers.
- Work with police to determine whether alcohol outlets are obeying a local ordinance limiting the amount of advertising on outdoor windows.
- Participate in neighborhood cleanup efforts designed to reduce alcohol and drug violence.
- Participate in a ride-along project with DUI police patrols.
- Plan and participate in media advocacy campaigns.

## **REWARDS FOR ALL**

While a coalition's priorities and strategies may be the subject of debate and may change over the course of time, the goals of such collaboration can be stated from the start and will endure. A prevention coalition on underage drinking will strive for reductions in crashes, death and injury, property damage, crime, school dropout rates and unwanted pregnancies related to alcohol. Its goal will be a safer community that ensures youth an opportunity to grow and achieve—an improvement in the quality of life for the entire community.

Law enforcement participants in a prevention coalition will have their own rewards. They can anticipate an improved public image for their agency and increased public support for their future initiatives. The coalition will strengthen the community's support of community-oriented policing. It will help establish a network of key individuals and organizations that can be of help to the police executive and the agency and will improve relationships with other law enforcement agencies.

### **THE SAN DIEGO EXPERIENCE: CREATING A COUNTYWIDE LAW ENFORCEMENT TASK FORCE**

While law enforcement had been represented on the San Diego County Policy Panel on Youth Access to Alcohol and had participated in local coalition meetings, there was a lack of any concerted effort to increase the enforcement of underage drinking laws regionally or to develop common policies regarding the implementation of effective enforcement operations prior to the formation of the Law Enforcement Task Force. The level of law enforcement participation in prevention efforts preceding the creation of the Task Force had enabled prevention advocates and local communities to pressure local law enforcement agencies to respond to a particularly egregious local problem, such as a liquor store known to sell alcohol to minors, but

no widespread enforcement efforts were undertaken.

When the Office of Juvenile Justice and Delinquency Prevention provided funds to California focused in San Diego County, the Policy Panel recognized an opportunity to develop a regional effort that would prevent alcohol problems from simply moving from one community to another, increase the enforcement of adult provider laws and raise awareness of that enforcement so that adults, youth and parents would realize the risks and consequences associated with underage drinking.

The concept for a regional law enforcement task force was presented at the Policy Panel and then incorporated into the organization's strategic plan. An action plan including a recommendation for the formation of a countywide task force was presented to the County Board of Supervisors in order to elicit legislative support. The Board then recommended that the County Sheriff assume a lead role in creating such a task force.

The County Sheriff with the help of the Policy Panel's Executive Director further developed the concept and presented it to the Police Chiefs and Sheriff's Association emphasizing the fact that a law enforcement official would facilitate the day-to-day functioning of the task force. The subsequent approval of the Police Chiefs and Sheriff's Association generated a positive response from individual law enforcement agencies throughout the county, and nineteen different agencies joined the task force.

In conjunction with the Policy Panel, San Diego County hosted a police operations training developed and facilitated by the Pacific Institute for Research and Evaluation (PIRE) on enforcing underage drinking laws. Experts trained enforcement personnel on strategies gathered from across the country to limit social

and commercial availability of alcohol to youth through such enforcement operations as minor decoy, shoulder tap, and home party dispersal. The training also offered strategies for interfacing with prosecutors to ensure that citations are properly adjudicated and creative ways to enforce California liquor laws in addition to other training topics.

Once officially convened and trained, the Law Enforcement Task Force elected its first chair, Sgt. Lanny Roark, and developed a one-year strategic plan that included operational goals and developing common countywide procedures on shoulder tap operations which helped to assuage some of the DA's unwillingness to prosecute violations resulting from such operations. Through the leadership of the chair and facilitator, retired police executive, Vince Jimno, the Law Enforcement Task Force also interfaced with community groups to integrate enforcement operations with media advocacy efforts, such as Operation Safeguard.

Currently in its second year, the Law Enforcement Task Force is building on the success of Operation Safeguard by working with the ABC to develop more resources to increase the number of ongoing shoulder tap operations, to ensure the number of minor decoy operations continues to increase yearly, and to support collaborative efforts with university police departments in utilizing local ordinances to control party activity in private homes surrounding college campuses. The Task Force has also been busy forming a subcommittee that supports the local efforts of the San Diego Police Department, the Institute for Public Strategies, and other agencies to address the growing problem of young adults crossing the border to Mexico to drink.

Coalitions from around the county are now able to bring local enforcement problems to the Law Enforcement Task Force. The Task Force then motivates police chiefs and other high-ranking

law enforcement officials to devote resources to respond to local community issues as well as explore ways of addressing regional issues that exceed the scope of individual local law enforcement agencies. Public health advocates find this collaboration with law enforcement an extremely valuable tool in conducting media advocacy campaigns that build a perception of risk among young people, parents, and alcohol licensees regarding underage drinking.

### **OPERATION SAFEGUARD: A SUCCESSFUL REGIONAL LAW ENFORCEMENT EFFORT**

The San Diego County Law Enforcement Task Force has developed an innovative enforcement tool for reducing underage drinking and other alcohol related traffic problems during high-risk times of year. Called "Operation Safeguard," the program made its debut before and after the Labor Day weekend of 2000. After months of organization work, 10 law enforcement agencies joined an equal number of community-based prevention coalitions in a regional enforcement effort that lasted for 10 days.

Operation Safeguard was so successful in its Labor Day debut that the participating agencies and organizations went to work immediately on plans for a similar effort during the Spring Break period in 2001. This time, the number of participating law enforcement agencies had swelled to 14 and the special enforcement efforts spanned a period of nearly eight weeks.

Officers throughout the county conducted random DUI checkpoints, shoulder tap and decoy operations in and around alcohol outlets, and compliance checks and enforcement of California's keg registration laws. The Spring Break effort brought together the San Diego County Sheriff's Department, the San Diego County Probation Department, the California Highway Patrol, the California Alcoholic Beverage Control Department, San Diego State

University Police, officers of the California State Fish and Game Department, and the police departments of Carlsbad, Chula Vista, Coronado, El Cajon, Escondido, La Mesa, National City, Oceanside, and San Diego.

As was the case during the Labor Day period, community coalitions simultaneously mounted an intensive public information and media advocacy campaign to bring the underage drinking issue to the forefront during the 2001 Spring Break. Media coverage focused both on the risk of alcohol to the health and safety of young people and on the responsibility of adults who directly or indirectly make alcohol available to them. Teenage prevention advocates played a prominent role in media events.

During the 2001 Spring Break effort of Operation Safeguard, the 14 enforcement agencies conducted DUI checkpoints that led to

27 arrests, including five of drivers under 21. They conducted 221 decoy operations and 102 shoulder-tap operations resulting in more than 80 citations being issued. In all, the Spring Break operations led to 194 citations and arrests for various alcohol violations.

Vince Jimno, a retired police executive who serves as a consultant to the San Diego County Police Chiefs and Sheriff's Association's Law Enforcement Task Force on Combating Underage Drinking, pronounced the Labor Day and Spring Break activities of Operation Safeguard an outstanding success. "Operation Safeguard is not only a well-programmed enforcement effort but it has seen an astonishingly high level of community involvement and media coverage that has been very positive and supportive."

## AN ENFORCEMENT INVENTORY

*Law enforcement agencies face competing demands for deployment of their personnel and other resources, often depending on political considerations or other factors reflecting levels of public concern with local problems. This worksheet will help you determine the extent to which alcohol problems and underage drinking in particular command the attention of enforcement agencies.*

	<u>YES</u>	<u>NO</u>
1. Does the agency have a unit assigned to alcohol enforcement?	.....	.....
2. Are any personnel trained in alcohol enforcement?	.....	.....
3. Does the agency use random or regularly scheduled traffic checkpoints for DUI enforcement?	.....	.....
4. Does the agency conduct random “decoy” operations to test whether retailers are observing sales-to-minors laws?	.....	.....
5. Is there a “Cops in Shops” program to cite underage offenders?	.....	.....
6. Does the agency assign “party patrols” to police social hosts?	.....	.....
7. Are personnel trained in recognizing fake age IDs?	.....	.....
8. Are prosecutors, judges and licensing authorities following through adequately in cases involving underage drinking and sales to minors?	.....	.....
9. Are alcohol enforcement efforts currently limited by budget considerations?	.....	.....
10. Is the state alcohol licensing agency an active partner with local agencies in enforcement efforts?	.....	.....

**ENFORCEMENT NEEDS ASSESSMENT**

*Data from various sources in your community can be used to compile a needs assessment spotlighting problem areas to be approached through cooperative effort by law enforcement and other appropriate agencies and organizations. List the results of your needs assessment on these pages.*

DWI/DUI arrests and convictions

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Alcohol-related crashes, injuries, fatalities

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Liquor law violations

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Sales to minor violations

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Emergency room admissions

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School suspensions

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Underage youth in criminal justice system using alcohol

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Incidents on college and university campuses involving alcohol

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## **OVERCOMING BARRIERS WORKSHEET**

*A community coalition may find itself frustrated and discouraged because of barriers that were overlooked in organization and planning. This worksheet provides an opportunity to explore barriers to effective collaboration at the community level, including the sometimes difficult task of bringing the disciplined and structured world of law enforcement into a collaborative relationship with community organizations accustomed to a more flexible approach to problems.*

	<u>A problem</u>	<u>Not a problem</u>
The coalition is expending time and resources on activities that are not focused on specific goals identified and prioritized in a needs assessment.	.....	.....
A strategy needs the participation and support of a segment of the community not represented in the make-up of the coalition.	.....	.....
Strong leadership is missing. Agencies in a coalition have their own organizational culture, traditions, practices and approaches that can be a barrier to success unless strong leadership overcomes these differences and integrates their efforts.	.....	.....
Political factors in the community are preventing the full participation of law enforcement and other public agencies in support of prevention goals.	.....	.....
There is a need to overcome misunderstandings between enforcement agencies and others in the coalition over their respective responsibilities and differences in the way they function.	.....	.....
The coalition is not making adequate use of the media to inform the public of the nature of the underage drinking problem and what will be necessary to reduce it.	.....	.....
Law enforcement agencies and others with access to data on underage drinking problems are not providing information that could show the impact of prevention strategies.	.....	.....
The coalition has adopted goals it cannot pursue effectively with the current level of funding.	.....	.....

## **ENFORCEMENT STRATEGIES**

*The Pacific Institute For Research and Evaluation has identified 22 regulatory strategies for reducing underage drinking. More information about the suggested strategies is available from the U.S. Office of Juvenile Justice and Delinquency Prevention in the booklet “Regulatory Strategies for Preventing Youth Access to Alcohol: Best Practices.”*

### ***Commercial Sales***

- 1. Ban commercial sales and gifts of alcohol to minors.** Prohibit all commercial sales, gifts, or other methods of furnishing alcohol to minors without exception.
- 2. Restrict the location of alcohol outlets.** Create buffer zones that extend at least 1,000 feet to separate alcohol outlets from schools, youth facilities, and residential neighborhoods.
- 3. Restrict alcohol sales at community events.** Strictly limit alcohol sales and alcohol industry sponsorships at youth and family oriented community events.
- 4. Restrict the age of alcohol servers and sellers.** Require that all retail alcohol outlet employees who are engaged in the sale or service of alcohol be at least 21 years of age.
- 5. Restrict minors’ access to bars and nightclubs.** Prohibit minors from entering bars and nightclubs, which should be clearly distinguished from restaurants.
- 6. Install and use drivers license scanners.** Create easy-to-inspect and difficult-to-alter state drivers licenses and identification cards, and require the installation and use of driver’s license scanners by all alcohol retailers over a phase-in period.
- 7. Regulate home delivery and Internet/mail-order sales.** Prohibit home delivery of alcohol, and either prohibit or strictly regulate Internet/mail-order alcohol sales.
- 8. Mandate responsible beverage service programs.** Initiate, and over time mandate, community-wide responsible beverage service programs designed in conjunction with compliance checks and other policy interventions.
- 9. Carry out compliance check programs.** Institute comprehensive compliance check programs that are ongoing and communitywide; include a media advocacy component, and follow strict guidelines to ensure fairness.
- 10. Impose appropriate penalties for commercial violations.** Impose strict administrative penalties on retail licensees for violations of sales-to-minors laws, which increase with severity for repeated offenses.

## ***Social and Public Availability***

- 11. Restrict noncommercial furnishing of alcohol to minors.** Prohibit any person from furnishing alcohol to a minor, with very few exceptions.
- 12. Implement beer keg registration.** Enact beer keg registration laws that apply to beer containers of 4 gallons or larger; require a minimum \$50 deposit and technology that deters identification tag removal.
- 13. Implement “shoulder tap” enforcement programs.** Implement programs to deter adult strangers from buying alcohol for minors, targeting problematic locales.
- 14. Implement teen party ordinance.** Prohibit teen drinking parties at private residences, and impose fines and fees on homeowners or renters for law enforcement services.
- 15. Restrict and monitor teen parties at motels and hotels.** Develop community programs to ensure that teen parties do not occur in hotels and motels.
- 16. Establish alcohol restrictions in public locations.** Prohibit or strictly limit alcohol consumption and open containers in unsupervised public locations such as beaches, parks, parking lots, and recreation facilities.
- 17. Apply appropriate penalties to illegal transactions in noncommercial settings.** Impose civil penalties where applicable; impose a range of criminal penalties and civil liability, either separately or in addition to applicable civil penalties.

## **Minors in Possession of Alcohol**

- 18. Ban possession by minors in public and private locations.** Prohibit possession by minors (unless incidental to employment) in public and private locations, with a possible exception in private residences when a parent or spouse is present.
- 19. Use “Cops in Shops” programs sparingly.** Use “Cops in Shops” programs only for limited targeting of retail outlets popular with youth purchasers and to establish a working relationship with retailers.
- 20. Implement and enforce zero-tolerance laws.** Prohibit minors with any measurable blood alcohol level from driving a motor vehicle.
- 21. Ban false identification.** Prohibit the production, distribution, possession, and use of false identification.
- 22. Apply appropriate penalties to minors in possession.** Impose administrative license revocation and other administrative and civil penalties where applicable for violation of zero-tolerance laws.

## **Resource Directory**

### **California Department of Alcohol and Drug Programs**

1700 K Street  
Sacramento, CA 95814  
FAX Number: (916) 323-0659  
[www.adp.cahwnet.gov](http://www.adp.cahwnet.gov)

### **California Office of Traffic Safety**

7000 Franklin Blvd., Suite 440  
Sacramento, CA 95823  
(916) 262-0990 phone  
[www.ots.ca.gov](http://www.ots.ca.gov)

### **Communities Against Substance Abuse**

554 Broadway  
El Cajon, CA 92021  
(619) 442-2727  
(619) 593-9025  
[www.drugfreesandiego.org](http://www.drugfreesandiego.org)

### **Institute for Public Strategies**

148 E. 30th Street, Suite B  
National City, CA 91950  
(619) 474-8844 phone  
(619) 474-8838 fax  
[www.publicstrategies.org](http://www.publicstrategies.org)

### **Join Together**

441 Stuart Street  
Boston, MA 02116  
(617) 437-1500 phone  
(617) 437-9394 fax  
[www.jointogether.org](http://www.jointogether.org)

### **The Marin Institute for the Prevention of Alcohol and Other Drug Problems**

24 Belvedere Street  
San Rafael, CA 94901  
(415) 456-5692 phone  
(415) 456-0491 fax  
[www.marininstitute.org](http://www.marininstitute.org)

**Mothers Against Drunk Driving (MADD)**

511 East John Carpenter Freeway, Suite 700  
Irving, TX 75062  
(214) 744-6233 phone  
800-GET-MADD phone  
[www.madd.org](http://www.madd.org)

**National Institute on Alcohol Abuse and Alcoholism (NIAAA)**

6000 Executive Boulevard - Willco Building  
Bethesda, Maryland 20892-7003  
[www.niaaa.nih.gov](http://www.niaaa.nih.gov)

**Pacific Institute for Research and Evaluation (PIRE)**

11710 Beltsville Drive, Suite 300  
Calverton, MD 20705-3102  
(877) 335-1287 phone  
[www.pire.org](http://www.pire.org)  
[www.udetc.org](http://www.udetc.org)

**Responsible Hospitality Coalition**

13753 Recuerdo Drive  
Del Mar, CA 92014  
(858) 793-1585 phone  
(858) 793-1585 fax  
[rhcsd@aol.com](mailto:rhcsd@aol.com)

**San Diego County Policy Panel on Youth Access to Alcohol**

P.O. Box 85222, MS P571  
San Diego, CA 92186-5222  
(619) 692-8475 phone  
(619) 692-5604 fax  
[diccioe@aol.com](mailto:diccioe@aol.com)

**Substance Abuse and Mental Health Services Administration (SAMHSA)**

5600 Fishers Lane  
Rockville, MD 20857  
(301) 443-0365 phone  
(301) 443-5447 fax  
[www.samhsa.gov](http://www.samhsa.gov)